

Message Text

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ACTION AID-59

INFO OCT-01 NEA-10 ISO-00 EB-07 IGA-02 CIAE-00 COME-00

DODE-00 NSC-05 OMB-01 TRSE-00 XMB-04 /089 W

-----071402 061619Z /40

R 061257Z JUL 77

FM AMEMBASY ISLAMABAD

TO SECSTATE WASHDC 2681

UNCLAS SECTION 1 OF 2 ISLAMABAD 6912

E.O. 11652: N/A

SUBJ: MISSION COMMENTS ON PROGRAM AND PROJECT

PREPARATION REVIEW AND APPROVAL

REF: (A) STATE 136885, B. STATE 141397

SUMMARY: MISSION RECOGNIZES AND SUPPORTS NEED FOR CONTINUAL EVOLUTION OF SOUND PROGRAM AND PROJECT PREPARATION REVIEW AND APPROVAL SYSTEM. NONETHELESS, WE ARE CONCERNED THAT FULL DISCUSSION AND ANALYSIS OF EACH PROPOSED PROJECT AND PROGRAM CAN BE ASSURED ONLY IF THE EXAMINATION (EMBODIED IN FIELD - AID/W DIALOGUES) IS STRUCTURED TO SOME EXTENT. SUCH DISCUSSION BARES ANSWERS TO QUESTIONS THAT SHOULD BE ANSWERED BEFORE, REPEAT BEFORE, GO OR NO GO DECISION REPRESENTED BY CONGRESSIONAL NOTIFICATION IS MADE ON PROJECT. AT A MINIMUM,

A) QUESTIONS OF ADMINISTRATIVE, ENVIRONMENTAL, TECHNICAL, SOCIAL AND ECONOMIC FEASIBILITY, B) RELATION OF PROPOSED PROJECT TO DAP IDENTIFIED PRIORITIES OF RECEIPT, AND C) IMPORTANCE OF PROJECT TO TARGET GROUPS, SHOULD ALL BE POSITIVELY ANSWERED OR DEMONSTRATED WITH REASONABLE DEGREE OF CERTAINTY BEFORE DECISION TO GO AHEAD IS MADE. UNDER NEW SYSTEM, HOWEVER, FORMAL PRESENTATION OF FEASIBILITY ISSUES (A, ABOVE) IS DELAYED TO PP -- I.E. UNTIL AFTER SIGNIFICANT AID AND RECEIPT COUNTRY RESOURCES, EFFORT, AND CREDIBILITY HAVE ALREADY BEEN INVESTED. DISCUSSION OF UNCLASSIFIED

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THESE ISSUES MUST NECESSARILY TAKE PLACE EARLIER, THUS ELIMINATION OF PRP MAY NOT RESULT IN REDUCTION OF PAPER WORK OR TIME REQUIRED TO READY PROJECTS FOR OBLIGATION. INSTEAD, ELIMINATION OF FORMAL STRUCTURE FOR NECESSARY DISCUSSION OF ISSUES MAY ONLY MULTIPLY CORRESPONDENCE, CABLE TRAFFIC, MISUNDERSTANDINGS AND DELAYS. END SUMMARY.

1. FOLLOWING MISSION COMMENTS ARE KEYED TO PARAGRAPH AND OTHER DIVISIONS OF REFTEL. (NOTE THAT ALL LETTERS ARE TELEGRAPHICALLY TRANSMITTED IN UPPER CASE. THEREFORE WE HAVE SUBSTITUTED ROMAN NUMERALS IN CABLE FOR WHAT PRESUMABLY WERE LOWER CASE LETTERS IN TYPESCRIPT, E.G. D.I.B. BECOMES DI.II.)

B.1. WE ARE NOT SURE WE UNDERSTAND THE DIFFERENCE BETWEEN ADMINISTRATOR'S FOCUS ON QUOTE CARRYING OUT THE AID POLICY UNQUOTE AND ASSISTANT ADMINISTRATOR'S FOCUS UPON QUOTE IMPLEMENTATION UNQUOTE OF THESE POLICIES.

B.2. CONCUR.

B.3. REVIEW PROCESS SHOULD PROVIDE BASIS FOR JUDGEMENT AS TO THE ADEQUACY OF THE PREPARATION PROCESS AND ASSIST AGENCY IN REACHING HIGHER STANDARD OF PERFORMANCE.

B.4. WE FULLY AGREE, BUT THIS IS POSSIBLE ONLY IF DAP IS ADEQUATE. THIS IN TURN MEANS AMPLE TIME MUST BE GIVEN TO PREPARATION OF DAP. GIVEN CONSTRAINTS TIME AND STAFFING LIMITS NECESSARILY PLACE UPON CONCURRENT DAP PREPARATION (WHICH IN ANY CASE IS A CONSTANTLY SPECIFIC CIRCUMSTANCES OF THEIR APPLICATION ARE SHIFTING) AND PROJECT PREPARATION, IT IS SOMETIMES DIFFICULT TO DO A FULLY SATISFACTORY JOB ON BOTH.

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B.5. TRUE. BUT THIS MEANS IT MUST BE MADE BEFORE PROJECTS ARE PUT INTO C.P. -- E.G. BEFORE THE PRESSURE IS ON US TO DELIVER PROJECT. BESIDES, AFTER EARLY STAGES AGENCY POLICY SHOULD STILL BE DIRECTED TOWARDS ADEQUACY AND IMPROVEMENT OF PROJECT IMPLEMENTATION PLANS. ANALYSIS IS ALSO IMPORTANT IN THE LATER STAGES OF PROJECT PREPARATION.

?6. CONCUR, BUT HAS THIS BEEN A GENERAL AGENCY PROBLEM?

B.7. CONCUR.

B.8. CONCUR AND EMPHASIZE CRITICAL IMPORTANCE OF PEER CRITICISM.

B.9. CONCUR.

C.2. QUESTION THE USE OF THE TERM QUOTE SEPERABLE PHASES UNQUOTE. EACH OF THE PHASES INTERACTS WITH THE OTHERS. SUGGEST USE THE TERM IDENTIFIABLE RATHER THAN SEPARABLE.

D. WELCOME ATTEMPT TO REVITALIZE DAP PROCESS. IN VIEW OF AGENCY EXPERIENCE AND INHERENT DIFFICULTIES ASSUME THIS WILL BE THE MOST DIFFICULT AND CHALLENGING EFFORT IN THE NEW SYSTEM.

SEE B.4. ABOVE.

E. WE ARE CONCERNED THAT PID IS NOT EXPANDED TO WHERE IT CAN NO LONGER SERVE AS THE EARLY DOCUMENT. SUGGEST GUIDANCE EMPHASIZE MINIMUM FORMAL CONSULTATIONS WITH HOST COUNTRY AND NECESSITY FOR SUBMISSION PRIOR TO MAJOR INVESTMENT OF TIME AND RESOURCES BY MISSION OR HOST COUNTRY.

E.4. OUR PVO PROPOSALS DISAPPROVED BY MISSION TO BE SUBMITTED TO AID/WASHINGTON.

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INFO OCT-01 NEA-10 ISO-00 EB-07 IGA-02 CIAE-00 COME-00

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R 061257Z JUL 77

FM AMEMBASSY ISLAMABAD

TO SECSTATE WASHDC 2682

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F. ABOLISHMENT OF PRP IS MAJOR PROBLEM FORESEEN. STATEMENT THAT REGIONAL BUREAUS WILL QUOTE MAKE ARRANGEMENTS FOR REVIEW OF PROJECT DESIGN AND FEASIBILITY ISSUES DURING THE COURSE OF PROJECT PREPARATION PROJECT PAPER PREPARATION IS REITERATIVE PROCESS WHICH MAY REQUIRE A CONTINUING INTERCHANGE OF INFORMATION BETWEEN AID/W AND THE FIELD DURING THE PREPARATION PERIOD UNQUOTE SUGGESTS IN PRACTICE SINGLE PRP SUBMISSION MAY BE REPLACED WITH MULTIPLE, MINI OR PARTIAL PRPS FOR SOCIAL, ECONOMIC, TECHNICAL AND ADMINISTRATIVE FEASIBILITY QUESTIONS WHICH SHOULD BE REVIEWED TOGETHER AS INTEGRAL PARTS OF PROJECT PACKAGE. THE SEGMENTATION OF THESE QUESTIONS FOR ANALYTICAL PURPOSES SHOULD NOT LEAD TO OUR INADVERTENTLY FAILING TO LOOK AT PROJECTS AS TOTALLY PLANNED, INTEGRATED ACTIVITIES AT EVERY STAGE. GIVEN THE WORK LOAD AND DEMANDS ON TOP MANAGEMENT TIME, THIS IS A REAL DANGER THAT THE FULL IMPLICATION OF PROJECT ANALYSIS RESULTS AND PLANS MAY NOT BE EVIDENT UNTIL THE ANALYSIS IS COMPLETED.

F.2. (II & III) WE CONTINUE TO BELIEVE THAT THIS ANALYSIS

SHOULD BE COMPLETED PRIOR TO OBTAINING A GO SIGNAL WHICH
IN TURN SHOULD BE GIVEN PRIOR TO PUBLIC ANNOUNCEMENT
IN C.P. WE SHOULD AVOID PROCEEDING TO THROUGH PREPARATION
OF IMPLEMENTATION ELEMENT IF THERE ARE UNRESOLVED FEASIBILITY
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ISSUES WHICH THREATEN AID/W APPROVAL OF PROJECT.

F.2. IX) HOPE USE OF TERM PRELIMINARY OR FINAL PLANS AND
SPECS IS NOT RETREAT TO TRADITIONAL CAPITAL PROJECTS.

F.5. IS IT REASONABLE TO ASSUME THAT PVO PROJECTS OF LESS
THAN DOLS.500,000 APPROVED BY THE MISSION BUT REQUIRING
CONGRESSIONAL NOTIFICATION WILL NOT BE REVIEWED BY THE REGIONAL
BUREAU?

WILL THEY GO IN CP OR TO CONGRESS AUTOMATICALLY?

F.6. THE TERM QUOTE SIGNIFICANT DEVIATION FROM PID UNQUOTE
SHOULD BE CLARIFIED. AGAIN WE ARE CONCERNED AT WHAT POINT
GO OR NO GO DECISION IS MADE ON PROJECTS.

G. WE WELCOME DELEGATION TO MISSION AUTHORITY FOR APPROVAL OF
LESS THAN DOLS.500,000 PROJECTS. WE WOULD HOPE THAT AGENCY
CAN OBTAIN FLEXIBLE FUNDING AND PROGRAMMATIC AUTHORITY
REQUIRED TO MAKE THIS IMPLEMENTABLE.

#H.2. WE HOPE THAT PROCEDURE WILL ALLOW CONSIDERATION OF
PIDS SUBMITTED AFTER ABS TO BE INCLUDED IN CP

H.3. WE SERIOUSLY QUESTION THE ASSERTION THAT THIS
MODIFICATION WILL REDUCE THE NUMBER OF DOCUMENTS, UNLESS
QUOTE DOCUMENTS UNQUOTE IS USED ONLY IN THE MOST FORMAL
RESTRICTED SENSE. (SEE OUR COMMENTS ON F, ABOVE AS WELL
AS TIME REQUIRED TO READY PROJECTS FOR OBLIGATION.) MISSION
EXPERIENCE TO DATE IS THAT TIME DELAYS RESULT FROM THE
NECESSITY TO THOUGHTFULLY AND THOROUGHLY ADDRESS SUBSTANTIVE
ISSUES RATHER THAN WRITE DOCUMENTS PER SE. THE NEED FO
SYSTEMATICALLY THINK THROUGH PROJECTS AND THE ISSUES
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ASSOCIATED WITH THEM WILL CONTINUE AND SHOULD NOT BE
REDUCED.

I.I. ASSUME BUREAU WILL ADVISE ON THE ADEQUACY OF
CURRENT DAP IN TERMS OF MEETING THE NEW REQUIREMENTS.

ASSUME THAT PID IS PROJECT SPECIFIC AND THAT REGARDLESS OF COMPREHENSIVE TREATMENT OF POLICY ISSUES IN DAP IT WILL BE NECESSARY TO INCLUDE SUCH ISSUES IN ALL PIDS.

J.I. RATHER THAN STATEMENT QUOTE MISSION WILL BE RESPONSIBLE FOR PROVIDING SUBSTANTIVE INPUTS FOR THE CONGRESSIONAL PRESENTATION UNQUOTE, CONTEMPLATED SYSTEM SUGGESTS STATEMENT SHOULD READ QUOTE AID/W WILL BE RESPONSIBLE FOR PROVIDING FORM REQUIREMENTS AND FISCAL DATA FOR MISSION COMPLETED ACTIVITY SHEETS. HUMMEL

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: REPORTS, FOREIGN ASSISTANCE PROGRAMS
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Copy: SINGLE
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Disposition Approved on Date:
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Enclosure: n/a
Executive Order: N/A
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Litigation History:
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Office: ACTION AID
Original Classification: UNCLASSIFIED
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: n/a
Previous Handling Restrictions: n/a
Reference: 77 STATE 136885, 77 STATE 141397
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 28-Oct-2004 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 1955047
Secure: OPEN
Status: NATIVE
Subject: MISSION COMMENTS ON PROGRAM AND PROJECT PREPARATION REVIEW AND APPROVAL
TAGS: EAID, US, PK
To: STATE
Type: TE
vdkgvwkey: odhc://SAS/SAS.dbo.SAS_Docs/77bdb370-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009